

MEMORANDUM

Agenda Item No. 11(A)(19)


TO: Honorable Chairman Esteban L. Bovo, Jr.
and Members, Board of County Commissioners

DATE: September 5, 2018

FROM: Abigail Price-Williams
County Attorney

SUBJECT: Resolution urging the Florida
Legislature to authorize
additional institutions to
collaborate with the University
of Miami in the operation of the
Miami-Dade Infectious Disease
Elimination Act Needle and
Syringe Exchange Pilot Program

The accompanying resolution was prepared and placed on the agenda at the request of Prime Sponsor Commissioner Sally A. Heyman.



Abigail Price-Williams
County Attorney



APW/smm

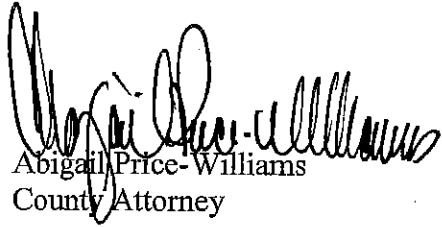


MEMORANDUM

(Revised)

TO: Honorable Chairman Esteban L. Bovo, Jr.
and Members, Board of County Commissioners

DATE: September 5, 2018

FROM: 
Abigail Price-Williams
County Attorney

SUBJECT: Agenda Item No. 11(A)(19)

Please note any items checked.

- ☐ "3-Day Rule" for committees applicable if raised
- ☐ 6 weeks required between first reading and public hearing
- ☐ 4 weeks notification to municipal officials required prior to public hearing
- ☐ Decreases revenues or increases expenditures without balancing budget
- ☐ Budget required
- ☐ Statement of fiscal impact required
- ☐ Statement of social equity required
- ☐ Ordinance creating a new board requires detailed County Mayor's report for public hearing
- ☒ No committee review
- ☐ Applicable legislation requires more than a majority vote (i.e., 2/3's ____, 3/5's ____, unanimous ____) to approve
- ☐ Current information regarding funding source, index code and available balance, and available capacity (if debt is contemplated) required

Approved _____ Mayor

Agenda Item No. 11(A)(19)

Veto _____

9-5-18

Override _____

RESOLUTION NO. _____

RESOLUTION URGING THE FLORIDA LEGISLATURE TO
AUTHORIZE ADDITIONAL INSTITUTIONS TO
COLLABORATE WITH THE UNIVERSITY OF MIAMI IN THE
OPERATION OF THE MIAMI-DADE INFECTIOUS DISEASE
ELIMINATION ACT NEEDLE AND SYRINGE EXCHANGE
PILOT PROGRAM

WHEREAS, on November 3, 2015, this Board adopted Resolution No. R-1016-15, which, among other things, urged the Florida Legislature to create a multi-year pilot program in Miami-Dade County to provide a needle and syringe exchange program; and

WHEREAS, during the 2016 Legislative Session, the Florida Legislature passed the Miami-Dade Infectious Disease Elimination Act ("IDEA"), Chapter 2016-068, Laws of Florida, which amended section 381.0038, Florida Statutes; and

WHEREAS, IDEA authorized the University of Miami to create a 5-year pilot program in Miami-Dade County to offer free exchange of clean, unused needles and syringes as a means of preventing the transmission of HIV/AIDS, hepatitis and other blood-borne diseases among intravenous drug users, their sexual partners and offspring; and

WHEREAS, IDEA also decriminalized the possession, distribution and exchange of needles and syringes in connection with the needle and syringe exchange program; and

WHEREAS, for several years, new HIV infection rates in South Florida have been among the highest in the state and, likewise, new infection rates in the state have consistently ranked among the highest in the nation; and

WHEREAS, needle exchange programs have been correlated with a decrease in overdose deaths and new cases of HIV infections among intravenous drug users and related health care costs; and

WHEREAS, additionally, participants in needle exchange programs are usually offered immunizations, testing for infectious diseases and treatment options, which have shown to result in increased chances of recovery; and

WHEREAS, the University of Miami's IDEA needle exchange program ("IDEA Exchange"), which opened on December 1, 2016, World AIDS Day, provides access to Narcan (medication that blocks the effects of opioids and reverses overdoses), HIV and Hepatitis C blood tests and treatment, and sterile needles in exchange for used needles; and

WHEREAS, although the United States Congress lifted the ban on and authorized the use of federal funds for operating needle exchange programs in 2015, the prohibition on using federal funds for purchasing needles remains intact; and

WHEREAS, notwithstanding fewer limitations for utilizing federal funds for needle exchange programs, IDEA totally prohibits the use of state, county and municipal funding for any aspect of IDEA Exchange; and

WHEREAS, consequently, IDEA Exchange is financed entirely through private fundraising efforts spearheaded by the University of Miami; and

WHEREAS, according to IDEA Exchange's August 1, 2018 annual report, which is attached hereto as Exhibit A and incorporated herein, among other things:

1. Over 800 participants have enrolled in the program;
2. 173,532 needles were exchanged for 186,167 used needles;
3. Over 1,300 boxes of Narcan were distributed;
4. 682 overdose reversals were reported;
5. Over 600 HIV and nearly 500 hepatitis C tests were administered;
6. Five mobile sites were added to the program; and

7. IDEA Exchange was selected as one of two international sites for a multiyear PrEP/HCV grant, which will allow 250 random patients in Miami to receive direct-acting antiviral medication on site; and

WHEREAS, additionally, overdose data from the Florida Department of Children and Families shows that the number of fatal overdoses in Miami decreased considerably after IDEA Exchange began distributing Narcan; and

WHEREAS, specifically, during the first half of 2017, there were 133 fatal overdose deaths in Miami compared with 217 such deaths during the second half of 2016; and

WHEREAS, despite its short tenure, the reported early achievements of IDEA Exchange evidences the program's effectiveness and supports expanding the parameters of IDEA Exchange to authorize additional partners to collaborate with the University of Miami and participate in the program's operation, fundraising efforts and other endeavors to secure necessary resources; and

WHEREAS, amending IDEA to authorize additional partners and resources would result in treatment assistance for substance abuse addictions being offered to more people, greater reductions of infection rates for HIV and other blood borne diseases, expanding IDEA Exchange's reach to some of the most in need, and more lives being saved; and

WHEREAS, moreover, this Board adopted Resolution No. R-199-17, which among other things, created the Miami-Dade Opioid Addiction Task Force ("Task Force") and charged it with developing a comprehensive opioid addiction action plan to halt the opioid addiction epidemic in Miami-Dade County; and

WHEREAS, on April 10, 2018, this Board adopted Ordinance No. 18-35, which extended the life of the Miami-Dade Opioid Addiction Task Force to provide it with additional time to implement recommendations made in its action plan; and

WHEREAS, one of the recommendations made by the Task Force was to amend IDEA to expand services, which would authorize other sources of funding in support of IDEA Exchange and further the collaborative effort; and

WHEREAS, this Board desires to broaden IDEA Exchange's range, which would reduce the prevalence of new HIV and hepatitis C diagnoses and opioid use in Miami-Dade County, assist with the development of better health policies related to intravenous drug users, and, through substance abuse and medical treatment and education, increase the number of lives saved throughout South Florida,

NOW, THEREFORE, BE IT RESOLVED BY THE BOARD OF COUNTY COMMISSIONERS OF MIAMI-DADE COUNTY, FLORIDA, that this Board:

Section 1. Urges the Florida Legislature to authorize additional institutions to collaborate with the University of Miami in the operation of the Miami-Dade Infectious Disease Elimination Act Needle and Syringe Exchange Pilot Program, which includes authority to seek and acquire monetary and other resources necessary to administer the program.

Section 2. Directs the Clerk of this Board to transmit a certified copy of this resolution to the Governor, Senate President, House Speaker, Senator Oscar Braynon, Representative Shevrin D. Jones, and the Chair and Members of the Miami-Dade County State Legislative Delegation.

Section 3. Directs the County's state lobbyists to advocate for the actions set forth in Section 1 above, and authorizes and directs the Office of Intergovernmental Affairs to include this item in the 2019 State Legislative Package when it is presented to the Board.

The Prime Sponsor of the foregoing resolution is Commissioner Sally A. Heyman. It was offered by Commissioner _____, who moved its adoption. The motion was seconded by Commissioner _____ and upon being put to a vote, the vote was as follows:

Esteban L. Bovo, Jr., Chairman	
Audrey M. Edmonson, Vice Chairwoman	
Daniella Levine Cava	Jose "Pepe" Diaz
Sally A. Heyman	Eileen Higgins
Barbara J. Jordan	Joe A. Martinez
Jean Monestime	Dennis C. Moss
Rebeca Sosa	Sen. Javier D. Souto
Xavier L. Suarez	

The Chairperson thereupon declared this resolution duly passed and adopted this 5th day of September, 2018. This resolution shall become effective upon the earlier of (1) 10 days after the date of its adoption unless vetoed by the County Mayor, and if vetoed, shall become effective only upon an override by this Board, or (2) approval by the County Mayor of this resolution and the filing of this approval with the Clerk of the Board.

MIAMI-DADE COUNTY, FLORIDA
BY ITS BOARD OF
COUNTY COMMISSIONERS

HARVEY RUVIN, CLERK

By: _____
Deputy Clerk

Approved by County Attorney as
to form and legal sufficiency.



Shanika A. Graves



UNIVERSITY OF MIAMI
MILLER SCHOOL
of MEDICINE

August 1, 2018

Dear Dr. Philip,

It is with great pleasure that I send you the Annual Report of the IDEA Exchange in Miami. Our most notable success this year has been close collaboration with your team at the Miami-Dade County Health Department. Our new protocol for linkage to HIV care has significantly reduced barriers our patients faced entering care. Specifically, in mid-April we launched a Test and Treat pathway directly from IDEA to the UM/Jackson Adult Outpatient HIV Clinic and now 12 people have initiated antiretroviral therapy via this path. Of the 18 IDEA participants I now follow at HIV clinic, eight have suppressed viral loads. Three are on Suboxone and two are on Vivitrol. The new pathway to facilitate rapid linkage of newly diagnosed people, as well as previously diagnosed and lost to care patients, represents the commitment of our Miami-Dade County Health Department in *Getting 2 Zero*.

As part of the Gilead FOCUS program we offer opt out HIV and hepatitis C virus (HCV) screening in our participants at enrollment and every three months. The seroprevalence of HIV is 12.2% and HCV is 47.8%. We have had 6 documented HIV seroconversions and 4 HCV seroconversions among our participants. Linkage to care for our participants living with HIV and HCV is a top priority. Our new NIDA award, a trial called M2-HepPrEP, will allow us to offer on-site PrEP and HCV treatment to a portion of our participants, and represents a significant opportunity to reduce the spread of infection in our community.

In partnership with the Miami-Dade County Opioid Addiction Task Force, the Florida Department of Children and Families, and South Florida Behavioral Health Network, the overdose education and naloxone distribution program has continued to have immediate impact of overdose mortality in Miami and beyond. We have distributed over 1300 boxes of Narcan, and have had 682 reported overdose reversals. Florida Department of Children and Families overdose data shows 217 fatal overdoses in Miami in the second half of 2016 compared with 133 in the first half of 2017 when the IDEA Exchange began distributing this lifesaving drug.

The following pages illustrate our demographics, highlights and overdose graphs from the Department of Children and Families. Our impact on reduced overdose deaths in all of South Florida is profound. Also shared is a map which shows the great distance people travel to access our services, as well as HIV and HCV heat maps we are using to target our outreach services in the community.

Our collaboration with our county health officials is yielding astounding results. As Florida continues to reel from the opioid epidemic, we are eager expand our program throughout the state to save the lives of our citizens, prevent infectious disease, and offer a pathway to recovery. Any meaningful response to the opioid epidemic in our state must include harm reduction.

All my best,



Hansel Tookes, MD, MPH

Assistant Professor of Clinical Medicine
Medical Director, IDEA Exchange

2018 Achievements:

- 5 mobile sites added: 141 mobile enrollees, over 800 total.
- Mobile unit reach: women—37.6% of mobile clients vs. 22.6% of fixed site; and Blacks— 17.8% of mobile clients vs. 4.6% of fixed site; high school/GED or less—61% of mobile clients vs. 49.2% of fixed site; household income of less than \$5000 per year—48.2% of mobile clients vs. 29.6% of fixed site; homeless—60.2% of mobile clients vs. 38.7% fixed site.
- Adopter of full integration of opt-out HIV/HCV screening as a Gilead FOCUS site on 3/1/18.
- Strengthened collaboration with the Miami-Dade County Health Department to provide rapid access for HIV care as a Test and Treat site.
- Launch of a student-run weekly wound care clinic at IDEA through the Miller School of Medicine Department of Community Service: <http://med.miami.edu/news/docs-woundcare-clinic-opens-to-address-unmet-needs/>.
- IDEA Florida, a statewide expansion bill, was narrowly defeated in the 2018 legislative session: <http://wlrn.org/post/doctors-11th-hour-push-convince-florida-legislators-savelives-needle-exchange/>.

Other Notable Funding and Research Projects:

- **The IDEA Exchange is one of two international sites for an innovative integrated PrEP/HCV grant among people who inject drugs (\$8M five year R01):** 250 patients in Miami will be randomized to either receive PrEP and/or HCV DAA on site vs patient navigation. Read more: <https://physician-news.umiamihealth.org/nida-grant-awarded-toresearchers-to-identify-best-practices-to-boost-prep-adherence/>.

- **IDEA Exchange is a site of the CHOICES NIDA CTN 0067 trial:** randomized controlled trial of XR-naltrexone versus treatment as usual (Suboxone) for PWID living with HIV, with viral suppression as the primary outcome.

Recent IDEA Media Highlights:

- PBS NewsHour. End of AIDS: Far from Over (6.14.18)
https://www.youtube.com/watch?v=NCcgaMnI_s4&feature=youtu.be
- Science Magazine feature (6.13.18) <http://www.sciencemag.org/news/2018/06/we-remess-why-florida-struggling-unusually-severe-hivaids-problem>
- WBUR Here and Now (1.26.18)
<http://www.wbur.org/hereandnow/2018/01/26/needleexchanges-florida-hiv>

IDEA Exchange Totals	
Total number participants enrolled	819
Total number of exchanges	6560
Total Needles in	186167
Total Needles out	173532
Difference Needles in Needles Out	-12635
Number Self Reporting HIV Positive at Enrollment	80
Number of HIV test provided at Enrollment	431
Number of HIV positive test at Enrollment	26
Number Self Reporting HCV Positive at Enrollment	290
Number of HCV test provided at Enrollment	373
Number of HCV positive test at Enrollment	151
Narcan Distributed	1345
Narcan Reversals	682
Total Quarterlies Performed	287
-----Total HIV test performed at quarterlies	186
-----Total HIV positive tests at quarterlies	16
-----Confirmed HIV seroconversions	6
-----Total HCV test performed at quarterlies	124
-----Total HCV positive tests at quarterlies	58
-----Confirmed HCV Seroconversions	4
Demographics	

Hispanic	304(37.2)
Non-Hispanic or Latino	512(62.6)
-White	422(51.8)
-Black	57(7)
-Asian	4(0.5)
-Native American	9(1.1)
-Multiracial	20(2.5)
Male	605(73.9)
Female	212(25.9)
Mean Age	36.7
18-24	76(9.3)
25-29	173(21.3)
30-39	298(36.6)
40-49	157(19.3)
50-59	72(8.8)
60+	38(4.7)

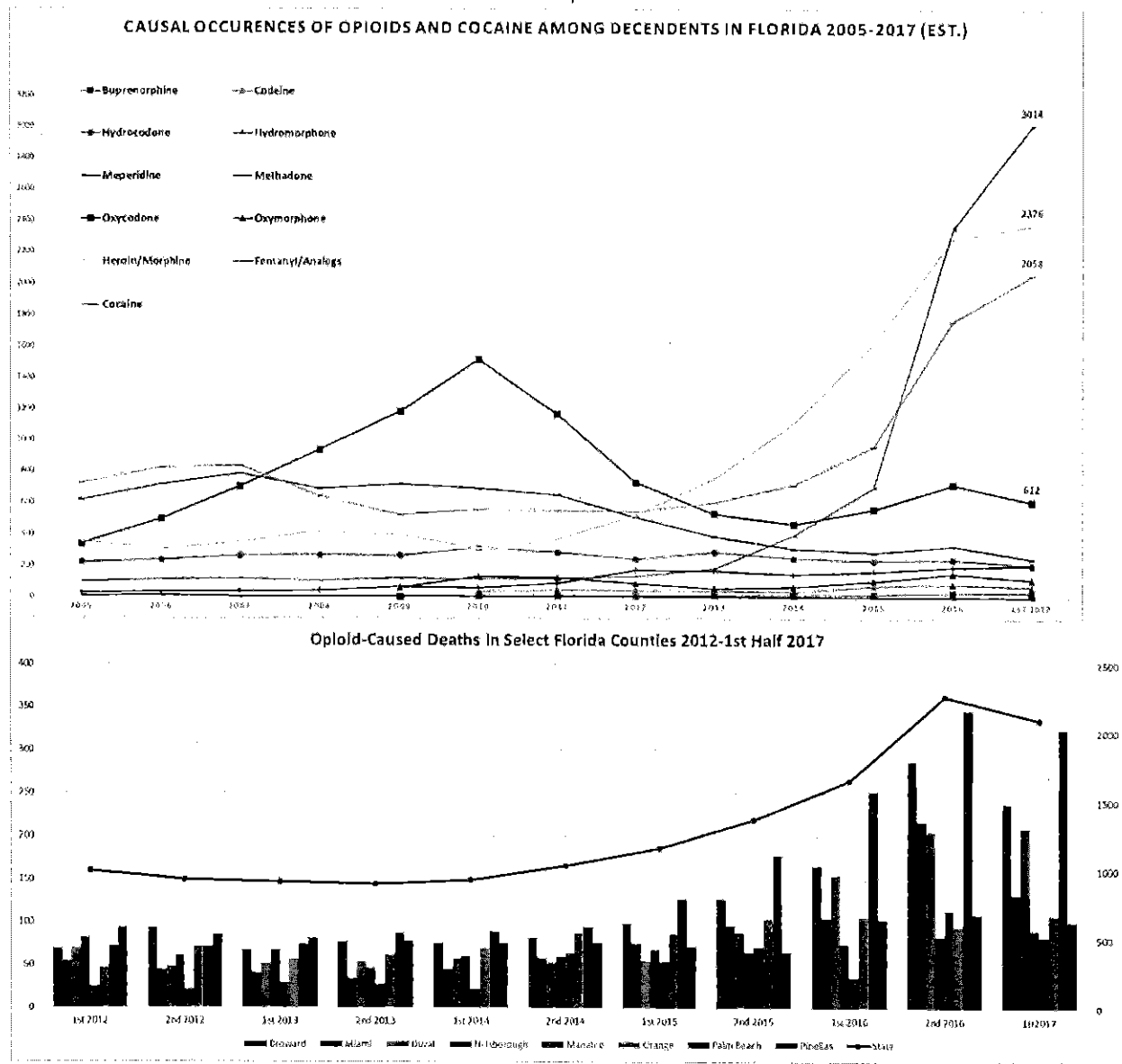


Figure 1a. Rise of heroin/fentanyl overdose deaths after closure of pill mills

Figure 1b. Sharp decline in overdose deaths for the first time since closure of pill mills, led by Miami but including our South Florida catchment area (see Map 1. Below)

Table 2. Department of Children and Families fatal overdoses by county

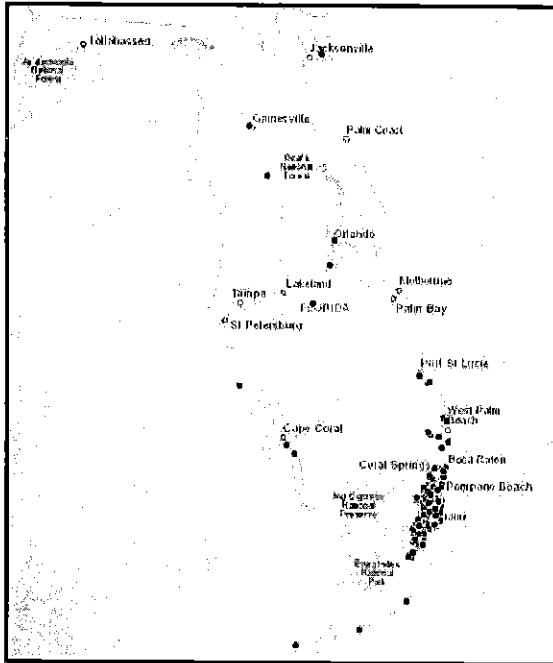
	1st 2012	2nd 2012	1st 2013	2nd 2013	1st 2014	2nd 2014	1st 2015	2nd 2015	1st 2016	2nd 2016	1st2017
Broward	69	93	67	77	76	82	98	127	166	287	238
Miami	54	44	40	34	45	58	75	96	104	217	133
Duval	69	48	51	54	58	53	55	88	155	205	210
Hillsborough	82	61	67	46	60	60	68	65	75	84	91
Manatee	25	21	29	27	22	64	54	72	36	114	83
Orange	47	72	57	62	70	88	87	104	107	95	108
Palm Beach	72	71	74	87	89	94	127	178	252	346	324
Pinellas	93	85	81	78	75	76	72	65	103	109	101
State	998	932	918	901	928	1036	1166	1368	1651	2271	2096

Map 1. Residence
of IDEA



UNIVERSITY OF MIAMI
MILLER SCHOOL
of MEDICINE

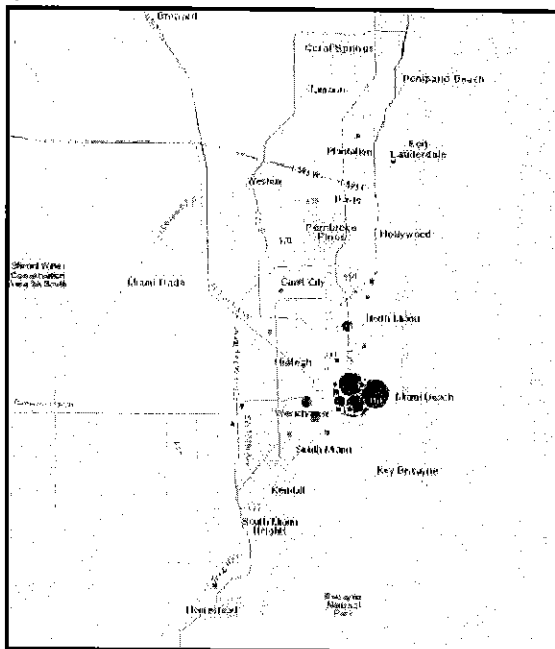
Map 4. HIV and HCV
plus self-report risky



Participants

injection
behavior. Area of highest risk for HIV/HCV

Map 3. Locations of HCV positive
participants Map 2. Locations of HIV positive
participants



outbreak



UNIVERSITY OF MIAMI
MILLER SCHOOL
of MEDICINE

